Annex A: Doctrine

Doctrine and the Army

Doctrine is fundamental principles by which the military forces or elements guide their actions in support of national objectives. It is authoritative but requires judgment in application (*Joint Publication (JP) 1-02, DOD Dictionary of Military and Associated Terms*). It concisely expresses how Army forces contribute to unified action in joint campaigns, major operations, battles and engagements. To facilitate joint interdependence, Army doctrine supports and is consistent with joint doctrine, and describes the Army's approach and contributions to full-spectrum operations on land.

Army operations are doctrine and standards based. Army doctrinal publications—field manuals (FM) and field manuals interim (FMI)—standardize military principles, terms, symbols, and tactics, techniques, and procedures (TTPs). They form the basis for training and the training products that support it. Together, doctrine and training are key to Army readiness.

Doctrine touches all aspects of the Army and creates the initial linkage to joint operations. It facilitates communication among Soldiers no matter where they serve, contributes to a shared professional culture, and serves as the basis for curricula in the Army education system. Army doctrine provides a common language and a common understanding of how Army forces conduct operations. It is rooted in time-tested principles but is forward-looking and adaptable to changing technologies, threats, and missions. Army doctrine is detailed enough to guide operations, yet flexible enough to allow commanders to exercise initiative when dealing with specific tactical and operational situations. To be effective, doctrine must be well known, accurate, acceptable, and commonly understood.

The Army has two capstone manuals, *Field Manual (FM) 1, The Army,* and *FM 3-0, Operation*s. FM 1 contains the Army's vision. FM 3-0 provides the principles for conducting operations, describes the Army's operational-level role of linking tactical operations to strategic aims, and details how Army forces conduct operations in unified action. These two doctrinal publications establish the foundation for employment of land power in joint operations.

Sustaining a Doctrine-based Army

The Army's doctrine of the future must enable core warfighting capabilities while increasing strategic responsiveness and land dominance over an expanded range of mission environments and threats. Our doctrine must encourage the relentless pursuit of the initiative in all military operations. It must address the importance of Army forces and their ability to control land, resources, and people through a sustained presence as part of the Joint Force.

Doctrine must support an Army that will be a hybrid force, transforming from the current to the future force—and embrace both. Organizations, training systems, and materiel are being replaced by new organizations with different training systems and equipment. Throughout the battlespace, Army doctrine must emphasize distributed, simultaneous, network-enabled, interdependent, joint, noncontiguous operations as well as uncon-

ventional threats. These nonlinear operations are described in the *2004 National Military Strategy (NMS), FM 3-0, Operations,* and *JP 3-0, Doctrine for Joint Operations,* and were experienced in recent operations in Afghanistan and Iraq. Doctrine must also address the complete range of potential tactical- and operational-level missions and operating environments—not only open rolling terrain, but also close terrain and the equally challenging, complex urban terrain that are becoming the battlefields of choice for potential adversaries. Most importantly, Army doctrine must be comprehensive and embrace full-spectrum operations, providing a conceptual basis for rapid transitions, without loss of momentum, among all types of Army operations—offensive, defensive, and stability—as part of overseas joint campaigns. As a part of homeland security, the Army conducts civil support, offensive, and defensive operations.

The Army is enhancing its doctrine to address enemies who deliberately avoid predictable operating patterns. It is incorporating lessons learned from ongoing operations to equip Soldiers for today's security environment and to prepare them for tomorrow's. Doctrine cannot predict the precise nature and form of asymmetric engagement; however, it can forecast the kinds of knowledge and organizational qualities necessary for victory. The Army is applying its intellectual and physical resources to refine its doctrine to accomplish that task. Effective doctrine fosters initiative and creative thinking. In so doing, it helps adaptive and flexible leaders make good decisions and stimulate a culture of innovation.

In the near term, the U.S. Army Training and Doctrine Command (TRADOC) will continue to conduct an integrated rewrite of key Army doctrine starting with FM 3-0 to address full-spectrum operations in the joint, interagency, and multinational environments. TRADOC

will focus on joint doctrine and warfighting concepts (approved and validated) that maximize lethality and survivability. The U.S. Army Special Operations Command (USASOC) has mirrored TRADOC's doctrine transformation process in some respects. USASOC is preparing operational and organizational (O&O) plans that address Special Forces, Rangers, psychological operations (PSYOP) and civil affairs (CA) doctrine. The U.S. Army John F. Kennedy Special Warfare Center and School (USAJFKSWCS) is also modifying existing doctrine to reflect new capabilities and lessons learned from Operation Enduring Freedom, Operation Iraqi Freedom and the global war on terrorism.

TRADOC continues to ensure that Army doctrine is nested within, rather than simply compatible with, joint and multinational doctrine. These efforts to shape Army doctrine will continue throughout the mid- and far terms.

The Army Doctrine Hierarchy

TRADOC continues to shape Army doctrine hierarchy to match joint doctrine hierarchy as closely as possible. The Army's new FM numbering system, which mirrors the joint, aligns Army doctrine with joint doctrine. The Army's warfighting doctrine is organized in a two-tiered hierarchy that provides a structure for developing and implementing Army doctrinal publications. Tier 1 – Army Doctrine is the highest-level tier, and the majority of the FMs have direct linkage to joint doctrine as indicated by a parallel numbering system. It includes our capstone publications, FM 1 (revised in 2005) and FM 3-0 (scheduled revision in 2006). Approximately 42 other Tier 1 FMs are keystone publications that offer a broad perspective on Army operations in joint campaigns and are instrumental in the proper integration of all other Army doctrine and training publications. Tier 1 doctrine is

intended to provide a solid doctrinal basis for all Army operations and, while this level of doctrine changes on a regular basis, it is not intended to change as rapidly as the Tier 2 manuals. <u>Tier 2 – Doctrine</u> is the second tier that captures the bulk of proponent, lower-level organizational FMs. These FMs are more narrow in scope than Tier 1 FMs, and address subjects in varying levels of detail, depending on the subject, type of force and echelon. There are currently over 550 Tier 2 FMs providing TTPs for specific functions, units, multi-Service operations, and the employment of Soldiers and systems. Tier 2 publications also include numerous reference FMs covering tasks such as providing first aid and conducting physical training or marksmanship.

FMI, an official type of Army doctrinal publication, has accelerated dissemination of urgently needed new doctrine to the field. An FMI can be a Tier 1 or 2 publication. It contains doctrine that is urgently needed by the operational forces. Proponents prepare FMIs to meet immediate doctrinal needs. They are approved by the proponent and authenticated by Headquarters, Department of the Army (HQDA). FMIs expire after two years unless superseded by an FM, or when rescinded. The publishing of FMIs is tightly controlled to preclude proliferation of publications and is considered the exception rather than the rule for distributing Army doctrine.

Doctrine to Support a Nation at War and a Transforming Army

The Army is transforming to a campaign-quality force with joint and expeditionary capabilities to provide relevant and ready land power to Combatant Commanders and the Joint Force. At the same time, it must sustain operational support to forces fighting the global war on terrorism. As Army organizations transform, Army doctrine is transforming to allow Soldiers and leaders to make maximum use of the capabilities of the new organizations and equipment. Our doctrine must remain current and relevant as we transform.

Our Army, as a part of a joint campaign, is serving a nation that is at war. Several of the Army's Tier 2 warfighting publications have required rapid adjustments to standardize how we fight an enemy that uses unconventional means and that represents an asymmetric threat. To rapidly gather operational lessons learned, selected Army doctrine proponents and the Center for Army Lessons Learned (CALL) deploy teams to theater. These teams capture lessons learned and package the information for incorporation into doctrinal publications and/or CALL publications to shape and drive training for deploying forces. Some publications developed or revised as a result of the global war on terrorism lessons learned cover convoy operations; detainee operations; improvised explosive device defeat; cordon and search; unexploded ordnance; infantry tactics; counterinsurgency operations; tank gunnery; urban intelligence; command and control of detainee operations; and the operations process and military police operations.

Specific Army doctrine priorities developed by the Commanding General, Combined Arms Center, and approved by the TRADOC Commander sets the course for current and future doctrine efforts in support of the modular Army. One of the top priorities includes Army input/writing joint doctrine, specifically *JP 3-0, Doctrine for Joint Operations*. The Army must ensure that the development of JP 3-0 accurately reflects the requirements of land dominate operations. The Army's top capstone manual *FM 1, The Army,* was published in June 2005. It establishes the Army's

operational concept and fundamental principles for employing land power in support of the National Security, National Defense, and National Military Strategies. FM 3-0 is under parallel development with JP 3-0 and will address how our transforming Army will conduct land operations as part of joint campaigns. It will codify the Army's revised warfighting operational concept stated in FM 1 and expand on the fundamental principles of combined arms, joint interdependence, mission command, and full-spectrum operations. The goal is to publish FM 3-0 by third quarter, FY06, which will be within six months of JP 3-0's release. Simultaneously, the most important keystone field manuals will be revised. These high-priority field manuals will be published in two waves. FM 2-0 (Intelligence), FM 4-0 (Logistics), FM 5-0 (Planning), and FM 6-0 (Command and Control) are scheduled for first quarter, FY07. Other high-priority field manuals—among them FM 3-07 (Stability Operations) and FM 3-13 (Information Operations)—will be completed in third quarter, FY07.

The centerpiece of the modular Army is the Brigade Combat Team (BCT)—Heavy Brigade Combat Team (HBCT), Infantry Brigade Combat Team (IBCT), and the Stryker Brigade Combat Team (SBCT), all of which are currently being reorganized, equipped and deployed. Simultaneously, Army command and control headquarters (corps and divisions) are being restructured into modular divisions and corps. As the Army transforms to these modular units, so must the Army doctrine transform that states how to employ and fight these forces. Doctrine that supports the tactical employment of the SBCT and HBCT has been published and distributed to the field. The majority of these publications are FMIs, which were published in less than a year and have a shelf life of two years unless rescinded or revised/superseded. The

intent is to continue to research and analyze modular force operations to eventually publish these temporary manuals as standard field manuals. The following doctrinal publications have been published in direct support of the modular force:

- *FMI 3-90.6, HBCT*

- *FMI 3-90.61, Brigade Troops Battalion Operations*

- *FMI 3-04.101, Aviation Brigade Organization*

- *FMI 3-09.42, HBCT Fires and Effects Operations*

- *FMI 3-20.96, HBCT Reconnaissance Squadron*

- *FMI 3-90.5, HBCT Combined Arms Battalion*

- *FMI 4-90.1, HBCT Logistics*

- *FMI 2-91.4, Intelligence Support to Operations In the Urban Environment*

The supporting IBCT doctrine is being developed and should be published and distributed in FY06.

Currently, TRADOC and the Army staff are studying, analyzing and making decisions on the organizational restructure of the Army's command and control headquarters as modular divisions and corps. The Army service component command, corps and division operational doctrine are being revised to describe and explain to the combatant and Joint Force commanders how these forces are organized and employed and how they contribute to land dominance in joint operations.

The Future Combat Systems (FCS)-equipped BCT is the Army's primary future force initiative. Through the Capabilities Integration and Development System (CIDS)/Joint Capabilities Integration Development System (JCIDS) process and supporting doctrine, organization, training, materiel, leader development and education, personnel, and facilities (DOT-MLPF) analysis, TRADOC identified a series of doctrinal publications required to support experimentation, testing, and fielding of the Army's FCS-equipped BCT. These publications, when drafted, will be used as an initial foundation to support evaluation, training, employment, warfighting, and identification of necessary changes for the FCS-equipped BCT prior to production. Currently, the draft doctrinal publications identified are:

- *FMI 3-90.9, FCS Operations*

- *FMI 3-90.8, FCS Maneuver*

- *FMI 4-93.9, FCS Maneuver Sustainment Operations*

- *FMI 2-19.1, FCS Intelligence, Surveillance, and Reconnaissance*

- *FMI 3-09.45, FCS Fires and Effects*

- *FMI 3-34.3, FCS Maneuver Support Operations*

- *FMI 3-04.154, FCS Manned/Unmanned Teaming Operations*

- *FMI 3-20.82, FCS Gunnery and Marksmanship Training*

- *FMI 6-0.1, FCS Battle Command*

- *FMI 7-4, FCS Embedded Training*

TRADOC and non-TRADOC proponents are analyzing current and emerging modular force doctrine (at all echelons) to capture the spin out of transformational technologies into the current modular units from the FCS program. This is to ensure that the employment of these systems is doctrinally sound and standardized throughout the Army in order to maximize the capability of the Joint Force.

The Doctrine Literature Master Plan (DLMP) and Modernization

The DLMP is an Army tool used to manage and forecast resources for the life cycle of all doctrinal publications. Its primary purpose is to provide a snapshot on the status/readiness of Army doctrinal publications and to forecast resources for doctrine development requirements. It lists all Army, joint, multi-Service, and multinational doctrinal publications for which TRADOC and non-TRADOC doctrine agencies are the proponents and/or primary review authorities/technical review authorities. It includes current publications, new developments, revisions, and proposed consolidations. Because doctrine development is decentralized across Army agencies, the DLMP establishes planning standards and consistency, and serves to institutionalize a methodology used to determine and articulate doctrine resource requirements for the execution, budget, and program planning years.

Doctrine does not have a shelf life, but for programming and budgeting purposes it is forecast to be revised at a minimum every five years. Proponents are required to assess their publications for currency and relevancy every 18 months and record the status in the DLMP. Doctrine proponents are required to update doctrine as soon as it becomes obsolete. If proponents determine that a publication requires an out-of-cycle revision, they take the necessary actions to resource the requirement through the unfinanced resource requirement route.

Object-Based Publishing (OBP) of Doctrine

Technology and military publishing standards have evolved to allow for a more logical and efficient way to capture, manipulate, and exchange doctrine information. By 2010, TRADOC will build a repository that enables access to relevant information regarding past, present, and projected analytic efforts; create a single mechanism providing ease of query for operational and institutional users to search and leverage available Army, Department of Defense, industry and academic analytic knowledge, thereby supporting collaborative information exchange.

Future of the Army Doctrine and Doctrinal Process

Doctrine has served the warfighter well over the years but must evolve to support a transforming Army and in light of a changing enemy and environment. As the Army transforms toward the future force, the methods of producing and disseminating doctrine will change to meet the new requirements of this fighting force. The basic premise of the doctrine development program for the future is not in the development of new architectures or expenditures, but in enhancing our capabilities to leverage and sort operational information through improved collaboration using structured professional forums, otherwise knows as "communities of practices." A structured professional forum is a group of people sharing lessons, concerns, passions, and solutions about topics, and who deepen their knowledge and expertise through frequent interaction. Professional associations, software developers, and skilled craft guilds are examples. Establishing structured professional forums is an effective way to handle complex problems and to share knowledge outside the traditional structural boundaries.

The Army doctrine development process can harness the use of online structured professional forums through a network-centric knowledge system to streamline the incorporation of lessons learned and development and fielding of new and updated doctrine as stand-alone topics. In a time when doctrine needs to be responsive to Soldier inquiries, structured professional forums will play an important role in quickly determining and distributing the requisite information to help drive doctrinal requirements. Our new process must balance our need to maintain enduring, common, contextual doctrine that supports the development of flexible, adaptive leaders, yet allow for rapid integration and validation of lessons learned and updating of specific TTP necessary to support full-spectrum units in the train-alert-deploy construct.

The future doctrine process will leverage history and experiences with the latest web-based technologies to create, process, authenticate, and distribute doctrine at all levels. The new doctrine storage processes and retrieval methods will be key factors in Soldier development, and will change how Soldiers access and use knowledge as part of the future force. Object-based doctrine, along with knowledge management, will greatly enhance our ability to conduct rapid updates of related doctrine and training materials. Used in concert with structured professional forums, it will provide the ability to capture input from any Soldier, anywhere and anytime, and support the creation of an enterprise-wide knowledge system that can facilitate the rapid reception, validation, and sharing of key operational lessons throughout the Army.

Conclusion

The Army's doctrine must enable core warfighting capabilities while increasing strategic responsiveness and land dominance over

an expanded range of mission environments and threats. It must clearly articulate the capabilities of the Army land component in joint operations. The capstone (FM 3-0) and most important keystone field manuals are being revised and will be republished beginning in 2006. Doctrine to meet the near-term requirements of forces in combat is being developed and disseminated faster than ever before. Efforts to shape Army doctrine will continue throughout the mid- and far terms. Through the midterm, TRADOC will incorporate new tools and procedures that will make doctrine development more agile and responsive, while continuing to reflect the best available thought on the art and science of full-spectrum operations. In the far term, incorporation of tools and procedures will continue as new technology becomes available. These tools and procedures will speed the development and dissemination of future force doctrine and help Soldiers rapidly access both the principles and the TTP they need to accomplish their missions.

2006 Army Modernization Plan